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ABSTRACT

This paper analyzes the importance of goals for the development of effective schools in general and for minority groups in particular. The first part of the paper reports on a study of the preferred goals of four minority groups in Nova Scotia and how they compared with the goals of the province's Department of Education. The study found that (1) the minorities did not have agreed upon goals, and (2) the provincial Department of Education did not follow its own stated goals. The second part of the paper deals with the importance of goal setting to motivation, leadership, and values. First, it is stated, Goal Theory assumes that people are motivated to work toward a goal and that the harder the goal, the more energy is expended. Second, the Path Goal Theory of Leadership is said to support directive leadership when tasks are ambiguous and unclear. Since, the paper continues, the development of an effective minority education fits this description, and goals are a major component of directive leadership, the clarification of goals is important to minority groups. Finally, goals clarify values. Thus, if the values of the school are not clear and related to the curriculum, and the minority groups do not know their own values, the probability of fruitful discussion between school and minority groups is slight. (CMG)

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THE IMPORTANCE OF GOALS TO EFFECTIVE SCHOOLS AND MINORITY GROUPS

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THE IMPORTANCE OF GOALS TO EFFECTIVE SCHOOLS AND MINORITY GROUPS

INTRODUCTION

Canada has had a multiculturalism policy for over ten years and has recently developed and accepted a new Charter of Rights. These two major pieces of legislation clearly indicate that Canada recognizes both the value of allowing individuals to retain (or develop) and display their cultural differences and the need for clear recognition and enforcement of these rights.

Multiculturalism, as a Canadian governmental policy

> "is a political position made expedient by the reality of Quebec and the new middle class stature of ethnic Western Canada. In the United States, multiculturalism seems to articulate the "American" dream of freedom of expression, individual dignity and worth, and social relevance and participation for all. Whether viewed as politically expedient or idealogically based, multiculturalism is a movement toward an ideal, complex culture, with common elements, diverse elements and integrating elements which necessarily has educational ramifications." (Francis, 1980 iv-v)

This paper addresses some of these educational ramifications for administrators by analyzing the importance of goals for the development of effective public school education in general and for minority groups in particular. Results are presented from a goal study involving the four major minority groups in Nova Scotia, i.e. Acadians, Blacks, Non-Status Indians and Status Indians. The importance of this type of study is then discussed by relating goal setting to motivation, leadership and values.

NOVA SCOTIA STUDY OF MINORITY GROUPS

Procedures

In 1980, I attempted to compare the educational goals of minority groups with the goals of the provincial education system, only to find that none of the four largest minority groups had formulated goals. My attention then turned to establishing a way in which provincial goals of education could be set by those minority groups.

Through the fall of 1981 and spring of 1982, perceptions were obtained on goals of education for selected minority groups from educators and community members from the four largest minority groups in the province of Nova Scotia, Canada, i.e., Acadians, Blacks, Non Status Indians and Status Indians. These opinions formed the basis of a study (Sullivan, 1982) analyzing goals of education for these minority groups. Two of the research questions most relevant to this paper are presented below.

Question 2. What are the similarities and differences among Nova Scotia Acadians, Blacks, Non-Status Indians and Status Indians with respect to their preferred goals and needs in public school education?

Question 3. How do the Nova Scotia Acadians, Blacks, Non-Status Indians and Status Indians goals of public school education compare to the goals of the Nova Scotia Department of Education?

Data were gathered during separate day-long workshops for each of the four minority groups. The participants for these workshops were chosen by established organizations representing the minority groups in the Province. Through the organizations, 20-25 educators and 20-25 community members well informed in education, were identified for each of the four minority groups. These people

were invited to participate in the workshops with expenses paid by the Canadian Secretary of State and the Atlantic Institute of Education. The actual attendance at the workshops was 33 Acadians, 24 Blacks, 9 Non-Status Indians and 33 Status Indians, with almost equal representation of educators and community members, except for the Non-Status Indians when only one educator attended. Although the number of Non-Status Indians attending the workshop was small, the results were still analyzed because it is the only information available from this group on education.

The workshops utilized a goal-setting exercise adapted from an original list of 23 goal statements developed by Phi Delta Kappa. The list was adapted for Canadian use removing any direct reference to the United States and then given to representatives of the four minority groups for a validity check. Only one change, a rather major one, was made involving two of the original goals dealing with the English language and one dealing with the French language. These three goals were reduced to two identical goal statements, one referring to a first language and the other to a second language, leaving a space for the language to be identified. This change not only eliminated the advantage that English had over French, but allowed for any language to be declared as a first or second language, eg. Micmac. The readibility of these goal statements was calculated at approximately the grade 9 level. The final list of 22 goal statements is presented in Table 1.

Each person was asked to complete the goal exercise individually and then as a member of a small group of 4 or 5 people (an equal mixture of educators and community members) to discuss and agree upon a group score for each goal. However, it was interesting that the scores from the average of individual

Table 1

Goal Statements

1. Understand and Practice the Skills of Family Living
- (a) Develop understanding and appreciation of the principles of living in family groups.
- (b) Develop attitudes leading to acceptance of responsibilities as family members.
- (c) Develop an awareness of future family responsibilities and attain skills in preparing to accept them.

2. Learn to be a Responsible Citizen
- (a) Develop awareness of civic rights, obligations and responsibilities.
- (b) Develop a sensitivity to the strengths and limitations of society, government, and heritage.
- (c) Develop an attitude of respect for personal and public property.

3. Develop an Understanding and Appreciation of Man and His World through Science
- (a) Learn what it means to think and work in a scientific manner.
- (b) Develop a fund of information and concepts of biological, physical and earth-space sciences.
- (c) Appreciate the application of scientific knowledge to everyday situations.

4. Formulate or Clarify a Set of Values and Ideals
- (a) Develop in students a sense of meaning and purpose in life.
- (b) Develop understanding of the range and variety of values.
- (c) Help students develop a value system and a guide to personal and group behaviour.

5. Understand and Appreciate the Necessity of Wise Use of Renewable and Non-Renewable Resources
- (a) Develop recognition of the rights of future generations to benefit from our resources.
- (b) Develop a mature attitude toward the waste and abuse of resources.
- (c) Cultivate an appreciation of the conservation of the natural environment.

6. Develop Ability Necessary to Identify and Solve Mathematical Problems
- (a) Develop skills needed to perform arithmetic and mathematical operations.
- (b) Utilize subject knowledge to solve numerical problems in daily life.

7. Learn to be a Responsible Consumer
- (a) Develop understanding of basic economic principles.
- (b) Develop ability and understanding in personal buying, selling, and consumer affairs.
- (c) Develop skills in managing finances, property and resources.

8. Develop Ability to Function in Social and Political Institutions
- (a) Develop a fund of information of the history of various nations.
- (b) Learn about social and political problems at a world level.
- (c) Develop an understanding of civic responsibilities and freedoms.

9. Learn to Respect and to Get Along with People of Varying Life Styles and Beliefs
- (a) Develop appreciation and respect for the worth and dignity of individuals.
- (b) Develop appreciation and understanding of other races, creeds, nations and cultures.
- (c) Learn to respect and get along with people locally, provincially, nationally and internationally.

10. Develop a Desire for Learning Now and in the Future.
- (a) Develop intellectual curiosity and eagerness for lifelong learning.
- (b) Develop a positive attitude toward learning.

11. Develop an Appreciation of Artistic Expression and Beauty
- (a) Develop an appreciation of forms of artistic expression such as art, music, dance, drama, literature, film and crafts.
- (b) Develop creative self-expression through various media.
- (c) Develop special talents in music, art, literature and foreign languages.

12. Appreciate the Role of Religion in Life
- (a) Develop understanding of one's own religious orientation and that of others.
- (b) Apply in daily life those religious or ethical principles which are meaningful to the individual.

13. Acquire Knowledge, Attitudes, and Skills Required to Sustain Positive Health and Fitness Throughout Life
- (a) Develop knowledge and abilities necessary for establishing a lifelong program of physical fitness.
- (b) Develop the physical skills necessary for sustaining an active lifestyle.

14. Learn How to Examine and Process Information
- (a) Develop ability to use research and problem solving methods to make decisions.
- (b) Develop the ability to inquire, to analyse, to generalise, i.e., to think.
- (c) Develop the ability to analyse and cope with mass media.

15. Develop Reading, Writing, Listening and Speaking Skills in the First Language of Your Choice
- (a) Develop good reading skills.
- (b) Develop abilities to express oneself effectively in speaking and writing.
- (c) Develop basic skills of communication.

This Language is _____

16. Learn About the Changes That Take Place in the World
- (a) Develop ability to adjust to the changing demands of society and the world.
- (b) Develop ability to foresee and strive to attain a better future.
- (c) Develop ability to understand the past, identify with the present, and meet the future.

17. Develop Skills to Enter a Field of Work
- (a) Develop abilities and skills needed for immediate employment.
- (b) Develop a knowledge of requirements and regulations related to specific fields of work.
- (c) Develop skills in jobs typical of the local community.

18. Develop Reading, Writing, Listening and Speaking Skills in the Second Language of your Choice
- (a) Develop good reading skills.
- (b) Develop abilities to express oneself effectively in speaking and writing.
- (c) Develop basic skills of communication.

This language is _____

19. Learn Skills and Attitudes in Using Technological Applications Appropriate to the Community
- (a) Learn how to drive an automobile or other vehicle safely.
- (b) Develop a working knowledge of basic hand and power tools, how to construct objects, and how to make mechanical, electrical, and other repairs.
- (c) Learn to cook, sew, and type and do other similar domestic tasks.
- (d) Develop an appreciation of and a respect for, craftsmanship, good design and sound construction.

20. Learn About Ourselves Through Canadian Studies
- (a) Develop background in and understanding of current provincial and federal problems.
- (b) Develop an awareness of the history and cultural heritage of the provinces and Canada.

21. Learn About the World of Work
- (a) Develop the ability to use information and counselling services related to the selection of jobs.
- (b) Develop understanding of traditional and modern ways of making a living.
- (c) Acquire understanding of technology and its effect on society.

22. Develop a Sense of Personal Worth and Competence
- (a) Recognise and accept one's potential and make the most of it.
- (b) Develop the abilities to be self-responsible, to be self-corrective and to be able to cope with stress.

Source: Sullivan, Keith. Minority Group Perceptions of the Goals of Education for Nova Scotia Schools: Acadians, Blacks, Non-Status Indians and Status Indians, Atlantic Institute of Education, Halifax, Nova Scotia. 1982. pp. 13 & 14.

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scores were almost identical to the scores from the average of groups and almost no significant differences occurred between the mean scores for community members and educators.

The participants, given a three page fold-out sheet with 5 blank squares beside each goal statement and 66 squares to place beside the goal statements, were instructed to place 5, 4, 3, 2, 1 or no squares beside a goal statement to indicate the importance attributed to the statement for schools (5 = very important and 0 = no importance). When placing the squares beside each statement, the participants were asked to address the question of "How important should these goals be for the public schools to properly serve my children?" When this exercise was completed the subjects were asked to repeat these procedures in order to answer a second question, i.e. "How important are these goals presently to the public schools of Nova Scotia?"

The answers to these two questions provided the preferred goal target states (PG) and corresponding actual goal states (AG). Therefore, the need dimension (N) was defined and calculated from the equation N = PG - AG for each goal statement.

Results

Similarities among the Four Minority Group Goals: The following eight goals were found to be "Highly Important" for each of the four minority groups:

1. Develop reading, writing, listening and speaking skills in the first language of your choice. (It is important to note that three different languages are involved in the responses; i.e. French for Acadians, English for Blacks and Non-Status Indians, and English and Micmac for Status Indians.)
2. Develop a sense of personal worth and competence.

3. Learn to respect and get along with people of varying lifestyles and beliefs.
4. Formulate or clarify a set of values and ideals.
5. Develop a desire for learning now and in the future.
6. Learn to be a responsible citizen.
7. Learn how to examine and process information.
8. Learn about ourselves through Canadian studies.

In general, the minority groups' goals placed great importance on the affective domain. Five of the minority groups' eight most important goals emphasized the development of areas such as a sense of personal worth and confidence, respect for people of varying life-styles and beliefs, clarify a set of values and ideals, a desire for learning now and in the future and learn to be a responsible citizen--goals which probably reflect different values for minority groups and the treatment that they have received from the dominant culture.

With few exceptions these "Highly Important" goals were also identified by each group as having a large need for improvement. Therefore, these two concepts are not treated separately here.

Differences Among the Four Minority Group Goals There were fewer differences than similarities. The Acadians were the only group to place major importance on the learning of French and to not place major importance on learning consumerism and work skills.

The Blacks differed by placing major importance on mathematics and on both developing skills to enter a field of work and learning about the world of work. The Blacks and Non-Status Indians agreed that development of second language skills was not important.

The Non-status Indians were the only group to place major importance on developing the skills of family living and the ability to adjust to change. As mentioned above, they and the Blacks did not see a second language as important.

The Status Indians placed major importance on developing an appreciation of artistic expression and beauty, and as did the Blacks, perceived the development of skills in students for immediate employment as important. They alone considered Micmac and English to be important.

Comparison of Minority Group Goals with Nova Scotia Provincial Goals (Aims) As shown in Table 2, when the minority groups' goals were compared to the goals (aims) for the provincial curriculum as written by the Nova Scotia Department of Education, the following conclusions were drawn. Although a first language is important to both groups, the Province was referring to English, the Acadians to French and the Status Indians to English and Micmac. Both the Province and the minority groups wish to promote "respect for self and others" and have students appreciate and understand the process of learning. The two provincial goals that did not receive support from the minority groups were to develop competence in mathematics (except for Blacks) and to provide opportunities to learn French as a second language (except Acadians who wanted it as their first language).

However, these comparisons between the goals of the Province and minority groups were mainly fruitless because when an attempt was made to relate the provincial goals to the approved curriculum, little relationship could be found. In other words, the actual curriculum appeared to be planned without any reference to the espoused goals of the system.

Table 3 presents a comparison of the Nova Scotia Departmental goals and the percent of total time spent from grades 1-12 on both related compulsory and

Table 2
Comparison of Nova Scotia Department of Education Aims and the Eight Goals Which Were Considered to be Highly Important for the Four Minority Groups

Department of Education Aims	Minority Group Goals
1. To develop competence in effective written and oral communication, with emphasis on clarity and precision in use of language.	Develop reading, writing, listening and speaking skills in the first language of your choice (Goal 15).
2. To develop competence in arithmetic and understanding of basic principles of mathematics.	
3. To develop knowledge and understanding of history, particularly of the history of Canada, so that the students may be aware of the cultural diversity of their country and its relation to other countries and peoples, and have a basis upon which to assess current values.	Learn about ourselves through Canadian Studies (Goal 20). Formulate or clarify a set of values and ideals (Goal 4). Learn to respect and get along with people of varying life styles and beliefs (Goal 9).
4. To develop the habits and methods of critical thinking and to foster the natural desire to learn and understand.	Develop a desire for learning now and in the future (Goal 10). Learn how to examine and process information (Goal 14).
5. To provide opportunity for all students to learn the second official Canadian language and to enable those with the ability and interest to achieve bilingualism.	
6. To provide opportunities in school programs and activities for students:	
(a) to be creative and to exercise originality and imagination;	Develop a sense of personal worth and competence (Goal 22).
(b) to develop civic, social, and moral responsibility and judgement;	

Department of Education Aims	Minority Group Goals
(c) to have their curiosity encouraged and to develop knowledge, understanding and appreciation of themselves, their fellow human beings, their environment, and the relationship among the three;	Learn to be a responsible citizen (Goal 2).
(d) to acquire habits, attitudes, and intellectual skills that will be helpful in employment and in training for employment;	
(e) to develop knowledge, habits and skills related to achieving and maintaining good health and physical fitness.	

Source: Sullivan, Keith Minority Group Perceptions of the Goals of Education for Nova Scotia Schools: Acadians, Blacks, Non-Status Indians and Status Indians. Atlantic Institute of Education, Halifax, Nova Scotia, 1982. pp. 53-54.

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Table 3

Comparison of the Emphasis on Nova Scotia Departmental Aims and the Percent of Total Time Spent From Grades 1-12 on Related Compulsory Subjects and Compulsory and Optional Subjects According to the Public School Curriculum

Aim (Goal)	Percent of Total Number of Aims	Subjects Related to Aim: Actual Subject	Percent of total school time as a compulsory subject	Percent of total school time as a compulsory or optional subject*
(1) To develop competence in effective written and oral communication with competence in use of language.	16.7	Language Arts	33.5	33.5
(2) To develop competence in arithmetic and understanding of basic principles of mathematics	16.7	Mathematics	11.6	13.4
(3) To develop knowledge and understanding of history, particularly of the history of Canada, so that the students may be aware of the cultural diversity of their country and its relation to other countries and peoples, and have a basis upon which to assess current values.	16.7	Social Studies Canadian Studies	6.3 1.5 7.8	7.6 1.5 9.1
(4) To develop the habits and methods of critical thinking and to foster the natural desire to learn and understand.	16.7	?	?	?

(5) To provide opportunity for all students to learn the second official Canadian language and to enable those with the ability and interest to achieve bilingualism.	16.7	French	0.0	3.1
(6) To provide opportunity in school programs.				
(a) to be creative and to exercise originality and imagination	3.3	Music	2.5	5.6
		Art	2.5	5.1
		Home Economics	0.0	3.1
		Industrial Arts	0.0	3.1
			5.0	16.9
(b) to develop civic, social, and moral responsibilities and judgement;	3.3	?	?	?
(c) to have their curiosity encouraged and to develop knowledge, understanding and appreciation of themselves, their fellow human beings, their environment, and the relationship among the three;	3.3	?	?	?
(d) to acquire habits, attitudes, and intellectual skills that will be helpful in employment and in training for employment;	3.3	Business Education	0.0	1.4
(e) to develop knowledge, habits, and skills related to achieving and maintaining good health and physical fitness.	3.3	Physical Ed. and Health	7.0	8.4

* Assuming equal emphasis on all optional courses.

Source: Adapted from Keith C. Sullivan. Minority Group Perceptions of the Goals of Education for Nova Scotia Schools: Acadians, Blacks, Non-Status Indians and Status Indians, Atlantic Institute of Education, Halifax, Nova Scotia, pp. 61-62.

optional subjects according to the provincial school curriculum. Percentage of time spent on subjects was used as an indicator of importance. Therefore, if a subject consumed a large percentage of time, it was deemed to be important.

A number of points should be made about this analysis. First, no information was available from the Provincial authorities indicating that macroplanning (Grades 1-12) was being carried out. Second, no priority was given for the Provincial goals so that it was assumed that they were equally important, i.e. the six goals should occupy an equal amount of time in the curriculum (16.7% each). Provincial documentation did not provide any linkages between goals and subjects, leaving it open to this author's interpretations.

Data from Table 3 indicate that, according to the time allocated to subject matter by the Provincial guidelines, the curriculum does not match well with the stated goals. There are at least four problems highlighted below by this information relevant to general discussions on goals.

Unequal aims. Stated goals often espouse weightings that are not supported by the curriculum. The six goals presented by the Province would seem to be of equal importance, however, the first goal of developing competence in the use of language appeared to be by far the most important goal of the province, followed by competence in mathematics. The other goals seem to have much less importance. Although the sixth goal appears to be well represented in the curriculum, it is essentially composed of 5 distinct parts which should be treated separately. In addition, it was probably overly optimistic to suggest that all classes in music, art, home economics and industrial arts are linked to the goal "to be creative and to exercise originality and imagination."

Nebulous Linkages. Although goals can be stated clearly, these are not of much assistance if not linked with the curriculum. With the Nova Scotia goals, the linkages with subjects are tenuous at best. For example, Aim 4 indicates

the desire to develop habits and methods of critical thinking, yet there is no indication of how this goal is related to the subjects or curriculum in general. Clear association between goals and curriculum provides data for discussion on whether the curriculum will lead to goal fulfillment.

Mismatching. Relatively clear goals may not match with the approved curriculum. For example, Goal 5 indicates a desire to provide opportunities for students to achieve fluency in French, yet at no time is French a compulsory subject and only 3.1% of the time in Grades 1-12 is French even an optional course.

Conflicting values. With values playing a strong role in goal formation, stated goals can often expose conflicting values. Some anti-multicultural values are displayed in the Nova Scotia aim statements, yet Aim 6(c) wishes students "to develop knowledge, understanding and appreciation of themselves, their fellow human beings, their environment, and the relationship among the three." For example, Aim 1 states that competence should be developed "in use of language." This statement assumes that all people involved in the school system have the same definition of language, i.e. English, ignoring the many different languages native to the people of Nova Scotia. Aim 4 is to provide an opportunity to learn the "second official Canadian language". Canada has two official Canadian languages, not a first and second language. This statement clearly places French in a secondary position in the values of the Province.

Importance of This Type of Analysis. Although this type of analysis of educational goals is interesting, is it important? The following sections discuss the importance of goal setting to motivation, leadership and values.

The Relationship Between Goal Setting and Motivation

Theoretical support for the importance of goals and the process of goal-setting to motivation comes from Goal Theory. Goal Theory and Valence - Instrumentality-Expectancy (VIE) Theory are two of the most influential process theories of work motivation today. One major difference between VIE and Goal Theory is that the former proposes a positive relationship between expectancy of success and performance, while the latter predicts a negative relationship. Acknowledging the controversy and rivalry between these two theories, the Goal Theory is used in this paper because of the empirical support which is available (Locke, 1968; Locke et al. 1978; and Mento et al., 1980) and the low expectancy of success usually associated with difficult educational goals, i.e. as seen from the minority group study, the goals discussed are very challenging and probably never will be completely fulfilled.

Although the concept of goals has been with the field of administration for some time, Goal Theory is relatively unknown. Usually attributed to Edwin Locke's work in 1968, he wished to recognize that motivation can be consciously controlled. In this article, Locke (1968, p. 158) wrote that there has been a "... persistent neglect, in experimental pychology, of the study of the conscious factors in past performance. The cause of the neglect is the doctrine that has dominated experimental psychology for the last several decades: the doctrine of behaviorism."

Locke (1968) defined a goal as "what the individual is consciously trying to do." From his first experiements, he reported two major findings: first, that the harder the goal, the higher the level of performance and second, that "subjects trying for specific hard goals performed at a significantly higher level than subjects trying to 'do their best' (p. 169)." In

other words, as the difficulty of the goal increases, so does the motivation of the individual to reach that goal and the person will have greater motivation if they accept a difficult goal than if they are only encouraged to do their best.

A few years later, Locke et al. (1970) had completed more experimentation on goals and presented their model as shown in Figure 1.

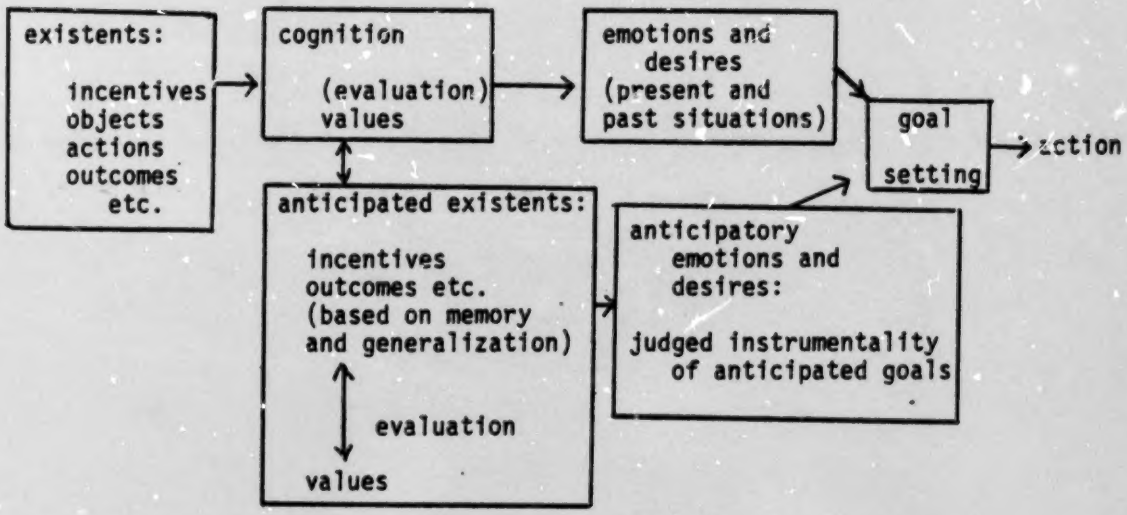
People act on their cognition, correct or incorrect, of the world and judge the existents with their values. Value judgments are experienced as emotions in which people estimate some aspect of reality with respect to harmful or beneficial relationships. Goals are then set which determine action.

Three conclusions drawn from the 1970 experiments and the revised model were, first, satisfaction with performance is related to the degree to which a person's performance fulfills their desired goals or is divergent from the person's value standard. Accomplishing sub-goals is valued as an end in itself as well as a means to an end. Second, individuals' dissatisfaction with their previous performance will be highly correlated with the discrepency between subsequent goal level and previous performance, when the goal level remains constant. Sub-goals will be set on their judged instrumentality when working toward an end goal. Third, energy expenditure is indirectly related to goals guiding action and thought. This does not mean that persons use an elaborate rational analysis of alternatives and their outcomes to set goals and determine action, as it is recognized that people differ greatly in how much they think before acting.

In later experimentation and analysis looking at the relationship of expectancy and goal difficulty to task performance, Mento, Cartledge and Locke (1980) shed more light on the factors that may be important to the acceptance of general values and end goals. Both Subjective Probability of Success (work

Figure 1

Edwin Locke's Model of Goal Theory



Source: Locke E., N. Cartledge & C. Knerr, "Studies of the Relationship Between Satisfaction, Goal Setting and Performance" Organizational Behavior and Human Performance 5, 135-158 (1970).

rate at which subjects said they would perform) and Valence were related to the probability of accepting an assigned goal. "Thus these studies provide a possible basis for an integration of VIE Theory and Goal Theory ... (p. 438)". VIE Theory concepts may affect whether an assigned goal is accepted, while goals most directly relate to task, performance and effort.

In conclusion, Goal Theory appears to provide rationale for the enthusiastic and growing acceptance of goal-setting and goal-focus as an important component of administration. Total generalizability from Locke's et al. studies to goals as usually discussed for schools and school systems is not appropriate, because Locke's experimental goals were concerned with relatively simple tasks such as academic performance for a semester and toy construction. The goals usually formulated for schools are much more complex, dealing with "developing personal worth and dignity" and other such concepts. However, the common ground may be in setting sub-goals or objectives for school goals. Locke (1968) did indicate that the process of management by objectives was congruent with his findings. In any event, Goal Theory supports goal setting for the purposes of properly guiding action and regulating energy expenditure, i.e. motivation.

The Relationship Between Goal Setting and Quality of Educational Leadership

The efficacy of goals for school and school systems has been an important component of planning, leadership and motivation since Amitai Etzioni (1961) discussed the topic in "A Comparative Analysis of Complex Organizations." However, some educational theorists have been placing less importance on organizational planning since the early 1970's, being diverted by arguments for qualitative research and loosely coupled systems. For example, Bossert, et al. (1982, p. 39) criticized the goal-oriented model of a school for "not describ-

ing the processes by which the formal structure is embodied in its day-to-day operations" and that because of loose coupling "the model may over-estimate the direct effect planning, goals consensus, and school-level instructional objectives have on the learning experiences that children have in schools."

Countering these types of arguments is a growing body of research indicating that goals play an important part in organizing schools to be effective. Leithwood and Montgomery (1982) analyzed forty-one studies of principals and found that thirteen of these studies provided data on the use of goals. Differentiating "effective" from "typical" principals, these studies indicated that the effective principals were clear on their own short and long term goals, influenced the teachers, curriculum and community relations to further their goals of program improvement and focussed information disseminated to staff on school goals. The typical principal usually did not engage their staff in goal or priority setting for students. The writers concluded that the analysis of the studies "reinforces the central role of goals and their use in distinguishing effective from typical principals (p. 330)." Shoemaker and Fraser (1981, p. 186) reviewed nine studies of school effectiveness and concluded that principals making the most positive impact on their schools were assertive, achievement-oriented leaders with high expectations for all students and staff based on objectives to guide programs, testing and evaluation. The principal must be willing to set direction and hold staff accountable.

Presenting a leadership model constructed from management and organizational theory and experience with "thousands of principals" across the United States, Karolyn Snyder (1983) recommended an interaction of goals at the state, district and local school board level, finally leading to individual performance-planning for teachers to determine how they relate to overall school priorities. While recognizing that teachers and principals have always been involved in some planning, she concludes that "a school goal orientation is

relatively new (p. 34)." Goals help teacher and program development move away from being global and nebulous and, if used early in the school year, will help increase the quality of teaching and effectiveness and efficiency of the school program.

John Goodlad (1983, p. 556) believes that goals are not well articulated, understood or used in education. Discussing the evidence on goals of education from his recent research entitled "Study of Schooling" he recommended that as part of an infrastructure for school renewal that States should disseminate all goals on which there seems to be substantial agreement. Long-term, three to five year, plans of development should be expected from each school, supplemented by relevant data for "contextual assessment" for evaluating the progress toward the goals. Data should be gathered on factors such as time use, instructional methods used, student curricula records and dissatisfactions and satisfactions of those persons connected with the school.

Citing Wolcott's study of a principalship in California and Duignan's study of the superintendency in Alberta, Coleman (1982, p. 46) states that administrators are "influenced by others rather than engaged in deliberate attempts to control events." Transactional leadership, concerning itself with maintaining the organization, is common among educational administrators, while the type of leadership required is of the transforming type which involves, among other things, the establishment of goals and needs for schools and school systems.

The lack of focus for education does not seem to be limited to North America. Marland (1982) states that one of the "overriding characteristics of education in England and Wales" is a lack of major planning. He writes that "in the smaller primary school, the evidence is that there is very little overall or thorough planning at all (p. 119)." He attributes this to the lack

of skills developed in teachers for collaborative decision-making which are needed to make decisions about the work of others; i.e. skills for reviewing, considering and discussing, all skills which are needed for being involved with determining goals and needs.

The Organizational Health Instrument studies have shown goal focus as one of the dimensions of organizational health to be positively correlated with leadership effectiveness (Fairman and Renne, 1983, p. 128). Research from 1979-83 with this Instrument has shown goal focus to involve five hierarchial levels, goal clarity, acceptance, support, internalization and advocacy, which can be linked to appropriate leadership styles.

The need for general planning and specific goal setting skills for administrators was also identified from an analysis of the existing role of the building administrator. Hager and Scan (1983) found that principals needed skills in planning, directing, human effectiveness and controlling and monitoring. With respect to the first and last categories, the administrators needed to know the process of establishing priorities with staff for one activity over another and the relation of activities to each other, as well as developing the skills necessary to "accomplish school goals through other people."

Path Goal Theory of Leadership

Theoretical support for the linkage between goals and leadership comes from the Path Goal Theory of Leadership, drawing mainly from the thoughts of Georgopoulous et al. (1957) and Vroom (1964) on work and motivation and the VIE Theory on Path Goal Hypotheses. It is usually associated with the writings of Robert House beginning in 1971 with an article on "Path Goal Theory of Leader Effectiveness". In this article, he analyzed leadership behavior with respect to Directive and Supportive Leadership Style from three studies involving

office employees of manufacturing plants. The data gathered by means of questionnaires, mainly the Leader Behaviour Description Questionnaire and Job Description and Job Expectancy Scales, generally supported nine hypotheses indicating that employees involved in ambiguous unclear tasks preferred leadership that initiated structure (Directive Leadership) more than did employees involved in clear, routine tasks. Directive leadership clarifies what is expected of subordinates, provides guidance, clarifies roles, schedules work, and maintains definitive standards of performance. Supportive leadership is manifested in a friendly approachable leader, showing concern for the status and well-being of subordinates.

A few years later, House and Mitchell (1974) added two other types of leadership to the Directive/Supportive leadership styles; i.e. Participative and Achievement-Orientated. Participative leadership is indicative of a leader consulting with subordinates in taking their suggestions seriously, and an achievement-oriented leader is characterized by setting challenging goals and expecting employees to reach them as well as believing that they can perform at these high levels.

The conclusions most relevant from Path Goal Theory to educational goals are:

1. Directive leadership is generally preferred by employees when tasks are ambiguous and non-routine.
2. Achievement-oriented leadership provides confidence to employees that their efforts will result in effective performance of non-repetitive ambiguous tasks.
3. Participative leadership positively affects satisfaction and motivation of employees, if the task is ambiguous and the employees are highly "ego-involved."

4. Supportive leadership is preferred by employees when the tasks are stressful, dissatisfying and frustrating.

The Path Goal Theory was supported in a Canadian study by Creed and Enns (1979) investigating personal and job satisfaction "experienced by employees in the central office of a large urban school system as they responded to the leader behavior of their immediate superiors (p. 2)". They concluded that when superiors emphasized the attainment of formally-determined and mutually agreed upon objectives, assist with the attainment of the objectives and communicate their feelings to the employees, the level of satisfaction increases.

Although Path Goal Leadership Theory, according to House, is built on VIE Theory instead of Goal Theory (as described previously), the leadership recommendations seem to apply more to Goal-Theory since the leader should be setting goals of lower expectancy of success, i.e. challenging goals. In any event, with teachers tasks usually being ambiguous and non-routine, the Path Goal Theory supports the leadership styles of involving teachers in setting challenging goals for schools, assisting teachers to move toward these goals and monitoring and evaluating progress. The same leadership style that was prevalent in the studies of effective schools reviewed in the previous section.

The Relationship Between Goal Setting and Values

Guba and Lincoln (1982) discussed the central importance of values to needs assessments as entering, first, in the identification of the domain of target states for preferred goals, requiring a way to obtain the values of the "various stake-holding audiences." Second, values enter into the designation of the particular target state to be used in determining the discrepancy between PG and AG. Although there is always an interplay of values and facts in determining a preferred actual goal, the value component is particularly impor-

tant for education because "... it seems to be the case that most issues about which schools are heavily involved in making decisions fall into the low fact-high value cell (p. 319)".

It is generally agreed that the stake-holding audience's values are the most appropriate values to be considered (Guba and Lincoln, 1982, p. 316; Synder, 1983, p. 32) and that goal-setting should be considered as a process of mutual influence. In setting goals, a series of bargains and trade-offs between members of the organization and/or clients are involved (Coleman, 1982, p. 52).

But how often are community members and particularly those of minority groups considered to be part of a stake-holding audience involved in this process of mutual influence. No specific information is available for minority groups, but in a study of 12 American Research Development organizations involved in needs assessments for education, only 2 collected data from the general public (Adams, 1983, p. 57). In observing the behavior of 5 high school principals, Martin and Willower (1981) concluded that the principals' contacts were mostly (92.6%) with participants of their own organizations, with only very limited outside intervention. Apparently, the typical principal usually does not engage even the school's own staff in goal or priority setting for students (Leithwood and Montgomery, 1982). Lightfoot (1978, p. 9) went as far as to say that school staff members are "intent upon excluding families from school life." The evidence seems to indicate that few principals engage in goal-setting at all and when they, researchers and other administrators do, it is rare to include the general public.

Therefore, who's values influence goal and priority setting within the school? It seems clear that few schools provide much opportunity for the community's values to influence these processes, so unless the community mem-

bers force their thoughts and ideas into the system, the goals will be set, either implicitly or explicitly by the employed stake-holders, i.e. the administrators and sometimes the teachers.

Goodlad (1983, p. 553) found in his "Study of Schooling" that in fifty States, most of the 8,600 parents surveyed had extended their educational values beyond their academic interests to citizenship, vocational and personal goals. However, teaching has not kept pace with these goals and is narrow in scope, mostly on the mastery of basic academic skills. "We simply cannot afford to be content, for example, merely with providing low-income children access to what more affluent children encounter in the schools and with postponing attention to all goals we espouse for education in schools (p. 554)."

The minority group study reported in this paper supports Goodlad's conclusion. As mentioned previously, greater emphasis was placed on the affective domain than the cognitive domain. The minority groups were more interested in goals such as formulating a set of values and ideals than they were in goals such as developing ability necessary to identify and solve mathematical problems.

Minority groups find themselves in a precarious position. Without an appropriate representation in administration and/or teaching, the values which dominate the actual and preferred educational goals must be those of the majority group. It is difficult to imagine that the best interests of a minority group will be reflected in a school's curriculum under these circumstances.

CONCLUSIONS

This paper has addressed the importance of goals and goal-setting to the development of effective public school education in general and for minority groups in particular. Canada, and to a lesser extent, the United States, have

supported some form of multiculturalism, recognizing and encouraging the maintenance and growth of minority cultures within their boundaries. However, public education has been slow to respond to the needs of minority groups partly because they do not have clear goals and/or the goals and curriculum are not sensitive to the minority groups' problems and partly because many minority groups are not clear on their goals.

The goal study presented in this paper determined the preferred goals of selected minority groups in Nova Scotia and compared these goals with those of the local provincial Department of Education. This type of study is important because goals relate directly to motivation, leadership and values.

Goal Theory supports the assumption that people are motivated to work toward a goal and the harder the goal, the more energy is expended to reach that goal. However, the minority groups did not have agreed-upon goals and the Province did not use their own goals. Therefore, both the Province and minority groups were not clear on their focus for education, a situation which makes proper evaluation and improvement very difficult. The study presented a method for establishing priorities which provided a better focus on the important difficult goals for minority groups. If used properly, these goals could be the focuses and major source of motivation for those interested in improving the education system for minority groups.

The Path Goal Theory of Leadership supports a Directive leadership style when tasks are ambiguous and unclear. Since the development of an effective education program for minority groups fits this description and goals are a major component of directive leadership, the clarification of goals must be important to minority groups.

The literature reviewed on effective schools indicates that the most successful leaders emphasized goal setting and planning in relation to these

goals. Few things are now clear with respect to which administrative behaviours contribute to school effectiveness. However, one aspect that does seem to be gaining clarity is that the management of schools and preparation of administrators must emphasize the outcomes of schooling for children. "We must move from a role-based to a goal-based approach to school management" as "the environment of public schools increasingly presses for outcome-based school management (Boyd, 1983, p. 4). An administrator abdicates leadership responsibility when no attempt is made to control school activities in order to change or achieve educational goals (Sergiovanni and Carver, 1980, p. 269). The process of establishing goals for school or school systems is one of the most important activities for all educational administrators.

Finally, values are an extremely important part of goals. The study and literature reviewed highlight ways in which goals clarify values so that they become more explicit and understood. The state of confusion that usually exists between goals and curriculum will almost always work against minority groups, for even well-meaning administrators not stating their preferred goals and/or not relating their curriculum to them, will find it impossible to know whether the schools' planned activities are both effective and address the proper shared values. Another more serious problem arises when some administrators want to work within a state of confusion to obscure the large differences between the schools' and community's goals.

> It has been argued that when goals are strongly divergent, obfuscation is an appropriate strategy in that it allows the institution to continue with at least a semblance of shared meaning. Such a semblance might well break down completely if the goals were subjected to too much clarification. (Levin, 1982, p. 5)

How should educational administrators and minority groups work together in the future? Minority groups must be clear on their own goals for public school education and pressure educational administrators to be clear on the school's and system's goals and how they relate to the curriculum. Only then can minority groups have any chance to effectively criticize the system. If the values of the school are not clear and related to the curriculum and the minority groups do not know their own values, the probability of a fruitful discussion for change is extremely small. On the other hand, it is to the educational administrator's advantage to clarify school system goals with the stake-holding audience and use them to initiate structure and communicate with both staff and community. The results will be a more highly motivated, satisfied staff, supportive community, and effective school.

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